

MINSEI-IIN

PUBLIC HEALTH AND WELFARE TECHNICAL BULLETIN

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November 1947

1. The Minsei-iin System

The Minsei-iin are an important part of the welfare administrative organization in Japan. Any consideration of the present public welfare program in Japan and advisable future developments must therefore, include a thorough understanding of the functions and responsibilities of the Minsei-iin for they have been and are an integral part of Japanese welfare programs. Minsei-iin are volunteer welfare workers selected by the prefectural governors from among qualified persons of the prefecture and given official status and responsibilities for welfare work in a designated district. Prior to September 1946, when the Daily Life Security Law (Seikatsu Hogoho) was adopted, the Minsei-iin were known as Homen-iin. Although the name was changed and responsibilities greatly increased under the new program the system of relying largely upon official volunteer workers remains fundamentally the same.

The basic idea of the Minsei-iin plan is the appointment of a designated official for a particular area, who is responsible for ascertaining that aid is provided to needy families. One reason the former name of Homen-iin was abandoned, was that the term had become associated with the idea of charity and an effort was made to avoid the stigma which was sometimes attached to the granting of assistance by the Homen-iin. The fact, that after the termination of the war, there were a large number of repatriates, demobilized soldiers and other "war sufferers" who found it necessary for the first time to receive public aid, made it more advisable to lessen the stigma which was formerly attached to the recipient of public aid. With the change in name the responsibilities of the Minsei-iin were clarified; they are official representatives of the government to provide assistance to persons in need. The new program calls for the establishment of social security and social welfare, in the broad sense, and to develop the idea of the use of public aid as a means of reestablishing those persons who through no individual fault have become destitute. (See: Guide to Duties of Minsei-iin, Ministry of Welfare Instructions No. 17. Incl. 3 to this bulletin).

The fact that Minsei-iin have official status and represent the government is a characteristic which distinguishes Minsei-iin from other volunteer welfare workers. Minsei-iin are volunteers in that they are not paid a salary for their work. A basic idea in the former Homen-iin plan was that in each community an outstanding citizen would be selected who because of his standing in the community and philanthropic nature would assume responsibility for being certain that any needy person in the district would be provided for.

Article 23 of the Daily Life Security Law provides that expenses of the Minsei-iin shall be borne by the city, town or village. The amount of expenses paid depends upon the policy adopted by the particular locality and is not uniform. Although Minsei-iin are not paid a salary they are allowed, under present regulations, the sum of two hundred (200) yen per year, one-half of which is paid by the national government and the remainder by the local government. There have been efforts to increase this allowance but to date, no action has been taken on the proposal. One difficulty of the present allowance system lies in the fact that the inactive Minsei-iin who does nothing receives the same allowance as the hard working Minsei-iin.

2. Translation of Terms

The terms Minsei-iin and Homen-iin present difficulties in translation. Since the terms may be and are translated in several different ways and because the English terminology is not particularly descriptive, in this bulletin the Japanese terms Minsei-iin and Homen-iin are used. The term Minsei-iin is frequently translated as Welfare Worker but a literal translation would be Peoples Life Representative (min - people; sei - life; iin - representative); another translation is Welfare Committeeman or member of the Welfare Committee. The older term, Homen-iin, is translated as Block or District Welfare Representative or Committeeman. This term was used to convey the idea that the individual Homen-iin was responsible for providing aid to needy families living within a designated area. Because of the confusion in translating the terms it is preferable to use the Japanese term Minsei-iin or Homen-iin.

Other terms used in connection with the Minsei-iin system are frequently translated in different ways. Some of the more important terms and the translation used in this bulletin are: Minsei-iin Kai - Welfare Committee; Minsei-iin Suisen-iin Kai - Minsei-iin Nomination Committee (sometimes translated as "recommendation" committee); Minsei-iin Senko-iin Kai - Minsei-iin Selection Committee; Shonen Kyogo-iin - Juvenile Delinquency Worker (or Juvenile Reformation Committee); Minsei-iin Kan - Welfare Hall or Center; Zen-Nihon Minsei-iin Renmei - All Japan Minsei-iin Federation; Minsei-iin Jimusho - Welfare Office.

3. History

Having been established about thirty years ago, the Homen-iin system in Japan is relatively old. Immediately preceding the formation of the Homen-iin plan there was created in Okayama Prefecture a welfare plan called Saisei Komon, in 1917 (6th year of Taisho) which resulted from an inquiry made by Emperor Taisho concerning the needy people in that prefecture. The Homen-iin plan, as such, began in Osaka a few years later as a result of the interest of the prefectural governor. It is to be noted this development took place in Japan during and following the first World War which was a period of industrial expansion in the country. The formation of such an organization was also probably hastened by the rice riots which occurred in 1918 and 1919 as a result of poor crops.

In many ways the Homen-iin system is similar to other community organization schemes which previously existed in Japan. For example, during the Tokugawa period there existed what was called the Gonin-gumi or five family association. Under this plan each family in a group of five was responsible to a certain extent for the welfare of the other families in the group. As far as can be determined, however, there was no direct connection between these former organizations and the creation of the Homen-iin system. Development of this type of volunteer welfare administration in Japan was influenced by study of the plans of other countries of the world. There are similarities between the Homen-iin plan and such schemes as the Eberfeld system of Germany, the so-called Chalmers plan of England and the Saint Vincent de Paul plan which originated in France. It is also interesting to compare the Homen-iin system to the use of township supervisors of the poor to administer the poor relief laws in the United States. That Japan utilized the experiences of other countries in the field of welfare administration is indicated by the research and publications of a Mr. S. Ogawa who studied other countries and influenced the development of the Homen-iin program in Japan.

During the war years the Homen-iin were influenced by the Tonari-gumi (Neighborhood Association) but were not officially under the control of that organization. Both, however, were organized on the block system, and there was at least one Homen-iin for each chokai (block). Persons in the block who needed assistance were frequently referred by the Tonari-gumi to the Homen-iin for official action. The Tonari-gumi system in Japan was dissolved in 1947. Analysis of the previous experience of persons now serving as Minsei-iin indicates that many of them in some localities have at some time in the past served as Chokaicho (Chief of Block) when the Tonari-gumi system was in operation.

4. Responsibilities

The primary responsibility of the Minsei-iin is the adminis-

tration of the Daily Life Security Law (Seikatsu Hogoho), the duties being set forth in Imperial Ordinance 426, dated 12 September 1946 and related Ministry of Welfare Ordinances. It is provided by Article 5 of the Daily Life Security Law that the Homen-iin, now Minsei-iin, shall assist, as determined by ordinance, the mayor of a city, town or village in discharging the duties concerning the business of protection. Under this law (Article 10) the kinds of protection to be provided includes: (1) assistance for livelihood - public assistance, both indoor and outdoor; (2) medical treatment; (3) birth aid; (4) occupation aid; and (5) funeral aid. The most extensive program for which the Minsei-iin are responsible under the Daily Life Security Law is, of course, the public assistance program (assistance for livelihood).

In addition to their duties under the Daily Life Security Law the Minsei-iin usually have responsibilities in connection with child welfare programs. The enforcement ordinance of the Juvenile Reformation Act (Shonen Kyogoho) provides that the "Members of the Juvenile Reformation Committee (Shonen Kyogo-iin) shall be concurrently Minsei-iin." (See, Supplementary Provisions, Minsei-iin Ordinance, Incl. 1 to this bulletin). Authority is also granted for the appointment of Juvenile Delinquency Workers (Kyogo-iin) who are not Minsei-iin. Although the Minsei-iin have been assigned responsibilities for juvenile delinquency work, many of them apparently are not aware of their responsibilities. It is expected that with the inauguration of the new Child Welfare Law the responsibilities of the Minsei-iin will be more carefully defined.

Although not specifically directed by statute or ordinance the Minsei-iin also participate in the administration of the Tuberculosis Prevention Law, and the Mental Patient Nursing Law (Kango-ho). National responsibility for administering these laws is in the Medical Affairs Bureau (Imu Kyoku) of the Ministry of Welfare. The Minsei-iin are frequently aware of persons in the community who should be receiving the benefits of these laws and take action to see that they are referred to the proper institution. Enforcement of the Vagrancy Statute which provides for sick and deceased vagrants (Koryo Byonin oyabi Koryo Shibonin Toriatsukai-ho) also becomes a responsibility of the Minsei-iin. As a part of their general duties the Minsei-iin are responsible for not only aiding tuberculosis and mental patients, and vagrants, but also those persons effected by special statutes concerning trachoma, leprosy, venereal disease, social insurances, pawnshops and related welfare laws.

When the functions of the Minsei-iin were revised in 1946 and the name changed from Homen-iin to Minsei-iin, a number of new regulations and ordinances were issued controlling their work, viz: The Minsei-iin Ordinance, Imperial Ordinance 426, dated 12 September 1946; Order Number 41, Ministry of Welfare, dated 27 September 1946; and Ministry of Welfare Instructions No. 17, dated 18 November 1946. Translations of these directives are attached as enclosures to this bulletin. The purpose of these

changes was to develop welfare committees and group action on the part of the Minsei-iin and to encourage the study of causes of economic dependency. This advisory function of the Minsei-iin is expanding and in many ways is similar to the advisory welfare boards which are a part of welfare administration in the United States.

Since the Minsei-iin is responsible for a specific area, the number of families needing welfare services varies for each Minsei-iin. In areas of low economic standards the number of families assisted may be as high as twenty (20). Frequently there are no families, in the area of the Minsei-iin, who will be receiving public assistance or other welfare services. Generally, however, it is the policy that one Minsei-iin should be responsible for ten to twenty families (See, Instructions No. 705, Social Affairs Bureau, Ministry of Welfare, dated 19 Sept 1946). Much of the work of the Minsei-iin is supposed to be with families who are not receiving benefits under the Daily Life Security Law but are being aided by the Minsei-iin in other ways.

5. Selection, appointment and removal

The procedure to be followed for the selection and appointment of Minsei-iin is set forth in Order No. 41 Ministry of Welfare, dated 27 September 1946. The Minsei-iin Nomination Committee (Minsei-iin Suisen-iin Kai) is responsible for submitting names of possible Minsei-iin to the prefecture Minsei-iin Selection Committee (Minsei-iin Senko-iin Kai). There is one Minsei-iin Nomination Committee for each city, town and village appointed by the head, and one Minsei-iin Selection Committee for the prefecture appointed by the Governor. After approval by the Prefecture Governor the names are submitted to the Ministry of Welfare which issues a certificate to the newly appointed Minsei-iin. In actual practice the Governor recommends to the Ministry of Welfare, in accordance with Article 4 of Order No. 41, the names approved by the Minsei-iin Selection Committee. The Ministry automatically commissions those persons who have been approved by the prefecture governor. Under this procedure it is obvious that decisions are actually made by the Minsei-iin Selection Committee.

Instructions have been issued by the Ministry of Welfare encouraging the removal of Minsei-iin who do not accept their responsibilities. Among those to be removed are the Minsei-iin who do not attend meetings; those who are morally unfit; and those who are physically unable to perform their duties. It is provided in Article 5 of the Minsei-iin Ordinance that Minsei-iin may be removed for "special reasons" before the expiration of their two year term but this provision has been rarely used. Minsei-iin are removed by the Ministry of Welfare only when proper recommendations are received from the prefecture governor. An effort is made to encourage Minsei-iin who are not able to perform their duties to submit their resignations so that formal removal action will not be necessary.

6. Who are Minsei-iin?

A definite effort to reorganize and strengthen the Minsei-iin system, has resulted in an increase in the number of Minsei-iin and the employment of many persons who have had no previous experience in this type of work. The total number of Minsei-iin in a particular prefecture is determined by the prefecture government and not by the national government. In determining the number of Minsei-iin needed in a prefecture, consideration is given to population, area and other factors such as the number of cities, towns and villages. The number of Minsei-iin presently authorized for the prefectures is set forth in Incl. 4 to this bulletin. A rather thorough study of the persons who are Minsei-iin was made as of 31 December 1946, when the total number of Minsei-iin in Japan was about 123,000. Tabulations were made to determine sex, formal education, age, occupation, and previous experience as Homen-iin. This study indicates that they are for the most part elderly persons and only a small percentage of them are women.

While increasing the total number of Minsei-iin, an effort has been made to secure more women to do the work. For the nation as a whole, about ten percent of all the Minsei-iin are women. Analysis of formal education indicates that 60% of the Minsei-iin have primary school education, 30% are graduates of middle school, while about 10% are college and university graduates. Analysis of age of Minsei-iin indicates that they are older persons usually: 36% of the total are in the age group 50 to 59; 31% are from 40 to 49; 17% are from 60 to 69; 1% are seventy years of age or older. This means that only 15% of the total are under the age of forty.

Analysis of the occupations of Minsei-iin indicates that about 50% hold some other public office in addition to acting as Minsei-iin although public office may not be the primary occupation. Many of the Minsei-iin are members of prefecture, city, town, and village assemblies or officials of towns and villages. About one-half of the Minsei-iin report that farming is their primary occupation, while ten percent (10%) are merchants. The remaining Minsei-iin are divided among other occupations. Various reports submitted show that less than one-third, about 30% of the present Minsei-iin have had previous experience as Homen-iin.

7. Organization of Minsei-iin

a. Local Organization: In reviewing the organization of the Minsei-iin it is advisable to distinguish between those groups which are required and other organizations which are voluntary. The formation of Welfare Committees (Minsei-iin Kai) is required by the Minsei-iin Ordinance. In each town (machi) and village (mura) there is one such committee for the entire area. Each town and village is also required to have a Minsei-iin Nomination Committee (Minsei-iin Suisen-iin Kai). The cities are divided into districts and there is a Welfare Committee for each district.

Although not required by law or ordinance there is usually a district (gun) organization of Minsei-iin which includes all Minsei-iin of the villages and towns in the district (gun). Similarly there is an organization of Minsei-iin in each city (shi). All of these city and district organizations of Minsei-iin are in turn a part of the prefecture Minsei-iin organization. The Minsei-iin Selection Committee (Minsei-iin Senko-iin Kai), which has been mentioned previously, is a prefecture committee and is required by the Minsei-iin Ordinance.

b. National: It was not until about 1930 that organizations of Homen-iin were formed. Previously there had been national meetings in Tokyo of Homen-iin. In February 1930, a Homen-iin League was organized in Nagoya. The National Diet in Japan had passed a Poor Relief Law (Kyugo-ho) in 1929 (Law No. 39, 2 April 1929) but no aid was provided under its provisions because of the lack of appropriations. The Homen-iin who were officially responsible for providing aid to destitute persons became concerned about the increasing number of needy persons. Consequently, in December 1931, when a national meeting of Homen-iin was held in Tokyo, a petition was filed with the Minister of Home Affairs requesting that action be taken to relieve the increasing number of destitute persons. A resolution was also adopted recommending the formation of a national federation of Homen-iin. As a result of the interest and activities of this group of persons appropriations were made available and payments were made under the provisions of the Poor Relief Law.

Also as a result of this activity the All Japan Homen-iin Federation (Zen-Nihon Homen-iin Renmei) was organized in 1932 and continues to operate. In 1946 the Federation was reorganized and adopted its present name of Zen-Nihon Minsei-iin Renmei. (Note: the word Renmei is translated as League as well as Federation).

8. The All Japan Minsei-iin Federation

a. Purpose: The All Japan Minsei-iin Federation (Zen-Nihon Minsei-iin Renmei) is a national organization of all Minsei-iin in Japan for the purpose of coordinating the work of individual members; the exchange of ideas between members; to promote "the welfare spirit;" and to stimulate interest in the development of welfare work. The Federation is organized independently of the Ministry of Welfare but works closely with the Japanese government on both the national and prefectural level. In addition to the national organization of Minsei-iin, there is a prefectural association in each prefecture, and a Welfare Committee (Minsei-iin Kai) in each city, town and village. The local committees are required by the Minsei-iin Ordinance but there are no government regulations requiring or controlling the prefecture and national organizations.

b. National Organization: The national organization of the Minsei-iin consists of a Board of Directors of twenty-three (23)

persons selected by 167 delegates from all parts of Japan. These 167 delegates are selected on the basis of one delegate for every 1000 Minsei-iin or fraction thereof. Thirteen of the twenty-three (23) board members are selected from seven districts: one from Shikoku and two each from the six other districts of Tohoku, Kanto, Tokai-Hokuriku, Chugoku, Kinki and Kyushu. The other ten members of the board represent the Welfare Ministry (4), the Japanese Red Cross (1), Dobo Engo Kai (1), Japan Social Work Association (1) and the general public (3).

The work of the national office is carried out through three bureaus; (1) General Affairs (Somu-bu) responsible for research and accounts; (2) Business (Gyomu-bu) responsible for public relations and educational programs; (3) Welfare (Fukushi-bu) responsible for vocational guidance and related programs. The national office of the Minsei-iin Renmei consists of thirty-five (35) employees, about ten of whom spend much of their time working with the prefecture associations of Minsei-iin and attending local conferences. The national office of the Federation is located in the Salvation Army building 17, 2 Chome, Jinbo-cho, Chiyoda-Ku, Tokyo.

c. Finances: The finances of the Federation are secured from membership fees (¥20 per year), estimated at ¥2,800,000 for the current year; payments from the Ministry of Welfare for specified services, estimated at ¥3,506,000; and miscellaneous income estimated at ¥2,000,000. In 22 of the largest cities of Japan, including the "big 6" cities, the Ministry of Welfare pays for the operation of the Minsei-iin offices. These offices have representatives for other welfare programs in addition to the administration of the Daily Life Security Law. During the current fiscal year it is estimated that 7,430,000 yen will be expended for training Minsei-iin; 1,330,000 yen for office management.

d. Prefectural Organization: In addition to the National office the Minsei-iin Federation usually has one employee located in each prefecture to handle the work of the local association. Although the office of the local representative is usually in the prefecture office (Kencho) he is directly under the control of the National Federation and not the prefecture government. Usually the prefecture organization is known as the ken Minsei-iin Renmei but various names are used; for example, the local organization in Tokyo is the Tokyo-To Minsei-iin Rengokai.

e. Local Organization: There is a Welfare Committee (Minsei-iin Kai) in each town (machi) and village (mura) and several associations in each of the cities (shi). The organization of Welfare Committees (Minsei-iin Kai) is required by Article 9 of the Minsei-iin Ordinance. Each district is required to have a Welfare Committee. The governor decides the districts after securing the opinion of the mayor of the city, town or village. In cities (shi) the district is usually the same as the school districts into which the city is divided. In the towns (Machi) and villages (mura) the entire area of the town or village is con-

sidered as one district and therefor there is a single Minsei-iin Kai. These committees (kai) which are local organizations of the prefecture association hold conferences and lecture meetings which are attended by Minsei-iin.

Each Welfare Committee has a representative (Jomu-iin) who attends central meetings and takes back new information to his own association. At least once a year there is a general meeting of all Minsei-iin of the prefecture. Such meetings usually last one day. It is by means of these meetings that an attempt is made to provide Minsei-iin with information concerning their duties and to encourage them to discharge their responsibilities in an acceptable manner.

f. Publications: The Minsei-iin Renmei publishes a monthly magazine, Welfare Times Report (Minsei Jiho) a copy of which is now sent to each Minsei-iin. The association also publishes a notebook (Minsei-iin Techo) for the use of each Minsei-iin. Plans are being developed to publish a yearbook, a collection of illustrative welfare cases and various handbooks on certain aspects of social welfare such as case work and vocational guidance. The shortage of paper has prevented the carrying out of publication plans. In addition to publications of the national office of the Minsei-iin Federation, many prefecture Minsei-iin Associations issue periodicals containing information which is of primary interest to the Minsei-iin of that prefecture.

4 Incls: a/s

I hereby give my Sanction to the Imperial Ordinance concerning the Minsei-iin and cause the same to be promulgated.

Signed: HIROHITO, Seal of the Emperor

This twelfth day of the ninth month of twenty-first year of Shawa (September 12, 1946)

Countersigned:

Prime Minister: YOSHIDA Shigeru
Minister of Welfare: KAWAI Yoshinari

IMPERIAL ORDINANCE NO. 426

Minsei-iin Ordinance

Art. 1. Minsei-iin shall be engaged in the work of protection and guidance, with the spirit of benevolence, for the promotion of social welfare.

Art. 2. Minsei-iin shall be established in the district of a city (where there are wards in the Metropolis of Tokyo, the district shall mean the district of a ward; the same shall apply hereinafter), town or village.

Art. 3. The number of Minsei-iin shall be determined by the Prefectural Governor for each district of cities, towns and villages, after securing the opinion of the headman of the city, town or village concerned (where there are wards in the Metropolis of Tokyo, the headman shall mean the headman of a ward).

Art. 4. Minsei-iin shall be commissioned by the Minister of Welfare, upon recommendation of the Prefectural Governor.

As provided in the preceding paragraph, the prefectural governor shall recommend those persons whose names were submitted by the Minsei-iin Nomination Committee (Minsei-iin Suisen-iin Kai) in each city, town and village after the opinion of the Minsei-iin Selection Committee (Minsei-iin Senko-iin Kai) of the prefecture has been secured.

The respective organization of the Minsei-iin Nomination Committee and the Minsei-iin Selection Committee which are provided for in the preceding paragraph, shall be decided by the Minister of Welfare.

Art. 5. Minsei-iin shall be honorary appointments, their tenure of office shall be for two years, provided that, if there is any special reason, the Minsei-iin may be relieved even during the tenure of office.

Art. 6. Minsei-iin shall perform their functions in districts to which they are assigned and handle other specific matters assigned in the district of the city, town or village.

Art. 7. The functions of the Minsei-iin shall be as follows: -

1. To make investigation into the condition of life.
2. To give proper protection and guidance to those who need protection.
3. To keep close contact with social institutions, and to aid the functions thereof.

Minsei-iin shall, in addition to the functions provided in the preceding paragraph, give guidance of life, in compliance with necessity.

Art. 8. Minsei-iin shall be under the command and supervision of the Prefectural Governor in the matter of their functions.

Art. 9. Minsei-iin shall organize a Welfare Committee (Minsei-iin Kai) in every district which the Prefectural Governor shall decide, after securing the opinion of the headman of the city, town or village concerned (where there are wards in the Metropolis of Tokyo, the headman shall mean the headman of a ward).

In deciding the district in which the Welfare Committee (Minsei-iin Kai) shall be organized, as provided in the preceding paragraph, the city area shall be divided into several districts, but the entire town or village shall be a district, except where any special circumstances exist.

Art. 10. The Prefectural Governor may, if he thinks it necessary, cause the headman of the city, town or village concerned (where there are wards in the Metropolis of Tokyo, and in the cities of Kyoto, Osaka, Yokohama, Kobe and Nagoya, the headman shall mean the headman of a ward; and the same shall apply hereinafter) and other proper persons to join the organization of Welfare Committee (Minsei-iin-Kai).

The headman of the city, town or village concerned, or a person so authorized by the said headman may attend the Welfare Committee (Minsei-iin-Kai) and state his opinion.

Art. 11. The duties of the Welfare Committee (Minsei-iin-Kai) shall be as follows:

1. To decide the district or the matters in charge of the Minsei-iin.
2. To coordinate and control the functions of the Minsei-iin.

3. To collect necessary data and information.

4. To cause the Minsei-iin to mutually encourage one another and to study and cultivate their functions.

5. To deal with any other matters necessary for the performance of the functions by the Minsei-iin.

The Welfare Committee (Minsei-iin-Kai) may submit to the various governmental authorities concerned such opinions as considered necessary concerning the functions of the Minsei-iin.

Art. 12. The headman of the city, town or village concerned may give the Minsei-iin such directions as necessary in respect to their functions.

Art. 13. The expenses (office) for the Minsei-iin, the Minsei-iin Nomination Committee, the Minsei-iin Selection Committee and the Welfare Committee (Minsei-iin-Kai) itself shall be borne by the Metropolis, Hokkaido and Prefectures.

Art. 14. Provisions of the present Imperial Ordinance concerning a town or village shall be applied to what corresponds to a town or village, where the town and village system has not as yet been established, and the provisions concerning the headman of a town or village shall be applicable to a person who corresponds to the headman of a town or village.

Supplementary Provisions:

The present Imperial Ordinance shall come into force as from the date of enforcement of the Daily Life Security Act.

The Homen-iin Ordinance shall be repealed.

Those who actually hold the posts of Homen-iin at the time of the enforcement of the present Imperial Ordinance shall be deemed to have been commissioned to be Minsei-iin, provided that their tenure of office shall be for two months from the day of the enforcement of the present Imperial Ordinance.

Even in the case of the last paragraph, the application of the proviso of Article 5 shall not be prevented.

A part of the Enforcement Ordinance of the Juvenile Reformation Act (Shonen Hogo-ho) shall be amended as follows:

Para. 1 and Para. 2 of Article 9, shall be amended to read as the following.

The members of the Juvenile Reformation Committee (Shonen Kyogo-iin) shall be concurrently held by the Minsei-iin.

In addition to those as provided in the preceding paragraph, the Prefectural Governor may, if he thinks it necessary, appoint additional Shonen Kyogo-iin.

Appointment as Shonen Kyogo-iin shall be honorary.

The tenure of office of the Juvenile Reformation Committee (Shonen Kyogo-iin) selected under the provisions of paragraph 2 shall be for two years, provided that, if there is any special reason, they may be relieved even during the tenure of office.

Ministerial Ordinance. Order No. 41, Ministry of Welfare.

The Organization of the Minsei-iin Nomination Committee
and the Minsei-iin Selection Committee

27 September 1946

Y. Kawai, Minister of Welfare

Art. 1. The Minsei-iin Nomination Committee, required by paragraph 3 of Article 4 of the Minsei-iin Ordinance (No. 426 of 1946), shall be composed of several members, one of whom is to be chairman of the committee.

Art. 2. The members of the Minsei-iin Nomination Committee shall be appointed by the headman of the city, town or village (within a ward of Tokyo-to, the headman is the Governor of Tokyo-to). The chairman of the committee shall be elected by vote of the committee.

Art. 3. The office of chairman and membership in the Minsei-iin Nomination Committee is honorary; the term of office is two years, provided that because of special reasons they may be re-elected or released from office during the term. In case of reelection or release, the term of office of a newly elected chairman or committee member shall be for the remaining period.

Art. 4. The chairman of the Minsei-iin Nomination Committee shall preside over the general affairs of the Committee. In case unavoidable circumstances prevent the chairman from executing his duty a committee member named by him shall act for him.

Art. 5. The Minsei-iin Nomination Committee may have several secretaries and clerks to be appointed by the headman of a city, town or village. Secretaries will deal with general affairs upon the request of the chairman; clerks will handle matters as directed by the committee chairman and secretaries.

Art. 6. The Minsei-iin Selection Committee required by paragraph 3 of Article 4 of the Minsei-iin Ordinance shall be organized with one chairman and members of nine or less in number.

Art. 7. The chairman and members of the Minsei-iin Selection Committee shall be men of learning and experience and persons connected with social work, to be commissioned by the local governor.

Art. 8. The provisions of Articles 3 and 4 of this order shall apply equally to the Minsei-iin Selection Committee.

Art. 9. The Minsei-iin Selection Committee may have several secretaries and clerks to be commissioned by the local governor.

Secretaries will deal with general affairs upon the order of the chairman; clerks will handle matters as directed by the chairman and secretaries.

Supplementary rule: This Ministry Order shall be put in force on the date of the promulgation of the Minsei-iin Ordinance. (Ministerial Order No. 44, Home Affairs Ministry, dated November 1936 and Ministerial Order No. 45 of 1936 are hereby repealed).

INSTRUCTIONS

Ministry of Welfare Instruction No. 17

To: Minsei-iin

November 18, 1946

Since the establishment of the Homen-iin system, it has contributed to the stability of national life and the promotion of social welfare which to a great extent is due to the efforts for many years of the district committee and the persons concerned. For such efforts I hereby heartily express my sense of gratitude and respect.

After the termination of the war the social situation in our country underwent sudden changes with a day by day increase in insecurity. Because the state has definite responsibilities it may not leave these conditions as they are. In order to meet these responsibilities the Government established and enforced the Daily Life Security Law providing protection by the State to all those who are in want. At the same time the Minsei-iin Ordinance was issued and enforced substituting the new Minsei-iin system for the former Homen-iin plan. Thus the Government has taken more firm and improved measures for the promotion of social welfare.

The new Minsei-iin system is different from the Homen-iin system in its guiding spirit, the status, method of selection, duties and method of management. We have retained, however, the good points which are characteristic of the former Homen-iin system. We are determined to realize the aim of the Daily Life Security Law and all other measures which aim to stabilize national life.

Whether or not these measures will achieve the expected results will entirely depend upon the future activity of the new Minsei-iin. Therefore, the mission of the Minsei-iin is very important.

In view of the important responsibilities of the Minsei-iin we herewith set forth their duties and fix their responsibilities. Those who are Minsei-iin are requested to understand these instructions and endeavor to discharge their duties in a creditable manner.

Minister of Welfare

KAWAI Yoshinari

Guide to Duties of Minsei-iin

1. Minsei-iin shall endeavor to carry out their mission in accordance with the intention of Article 1 of the Minsei-iin Ordinance and through understanding of their responsibilities

2. The Minsei-iin shall make an effort to acquire knowledge and necessary technique for the performance of their duties, as well as to develop their character and constantly cultivate their views.

3. The Minsei-iin shall be aloof from riches and fame; being always fair in their work; not being partial because of personal relationships; political or religious beliefs and contentions.

4. The Minsei-iin shall respect the personality of those persons who receive assistance and protection, and do their work with sincerity and affection taking care not to expect servility from those receiving protection. Minsei-iin shall take prompt and definite action to provide necessary assistance and take all necessary action.

5. The Minsei-iin shall keep strictly confidential information received in the course of performing their duties concerning the personal circumstances of clients. In case publication is necessary attention shall be paid that it will not result in trouble for the persons concerned.

6. The Minsei-iin shall study in detail the methods of providing assistance and protection lest it be limited to material relief, and shall make an effort to inspire those who receive protection with aspiration to become self-supporting, paying attention to their mental guidance.

7. The Minsei-iin shall give attention to the proper execution of their duties keeping close liaison not only with each other, but also with the government and public officials concerned, various corporations and social institutions.

8. The Minsei-iin shall patrol their area of jurisdiction and visit the homes of needy persons at all times, and make an effort to understand correctly the actual social situation and circumstances in which people live.

Number of Minsei-iiin

Prefecture	Men	Women	Total
Hokkaido	4,882	268	5,150
Aomori	2,927	134	2,161
Iwate	2,370	560	3,530
Miyagi	1,829	300	2,129
Akita	2,239	291	2,530
Yamagato	1,623	137	1,760
Fukushima	3,701	389	4,090
Ibaraki	2,476	284	2,760
Tochigi	1,612	188	1,800
Gumma	2,483	574	3,057
Saitama	2,945	172	3,117
Chiba	2,772	370	3,142
Tokyo	3,992	243	4,235
Kanagawa	2,307	144	2,451
Niigata	2,443	346	2,789
Toyama	1,657	286	1,943
Ishikawa	2,238	453	2,691
Fukui	1,401	199	1,600
Yamanashi	2,138	257	2,395
Nagano	2,514	401	2,915
Gifu	2,509	204	2,713
Shizuoka	2,289	317	2,606
Aichi	3,854	184	4,038
Mie	2,176	195	2,371
Shiga	1,666	78	1,744
Kyoto	3,229	314	3,543
Osaka	4,914	291	5,205
Hyogo	5,906	238	6,144
Nara	1,318	99	1,417
Wakayama	1,632	104	1,736
Tottori	911	89	1,000
Shimane	1,834	150	1,984
Okayama	3,346	84	3,430
Hiroshima	4,343	969	5,312
Yamaguchi	2,190	321	2,511
Tokushima	1,294	236	1,530
Kagawa	1,211	145	1,356
Ehime	1,753	401	2,154
Kochi	1,737	185	1,922
Kukuoka	3,132	329	3,461
Saga	1,055	101	1,156
Nagasaki	2,052	135	2,187
Kumamoto	1,745	69	1,814
Oita	1,451	131	1,582
Miyazaki	1,050	94	1,144
Kagoshima	2,247	353	2,600
Total	111,093	11,812	122,905

